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AUTHOR Dickson, W. E.
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ABSTRACT

In the past few years, the concept of local control of public education through elected school boards has been superseded by legislation mandating other forms of citizen involvement in educational decision-making. Specifically Alberta's enactment of the Department of Education Act and approval of Operational Plans for Early Childhood Services (ECS) in 1973 mandated citizen involvement that ignored locally elected boards. Lasswell's Social Process Model is a useful framework for the interpretation of ECS policy development since it can be used to discover the motivation, relationships, and interactions contributing to a government policy. When this model is applied to the legislators who developed ECS, some reasons for mandated citizen involvement are revealed. A split in the Social Credit government and the Alberta School Trustees Association was a factor in the government's decision to enact a voluntary ECS model emphasizing parental involvement rather than implementing a universal kindergarten program. Career considerations and election commitments of legislators also influenced the mandatory involvement components. Legislators' child development ideals, research-based expertise, and field-based experience with citizen involvement also contributed to development of the community involvement component. These ideals plus concern with school system rigidities and closed-system bureaucracies helped outweigh the concept of local school board control. (Author/JM)

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INVOLVEMENT BY DECREE: CITIZEN INVOLVEMENT IN EDUCATION BY LEGISLATIVE MANDATE

A Paper Presented at the First Congress on Education

Canadian School Trustees Association

W. R. Dickson

Ohio State University

Toronto

June 21, 1978

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INTRODUCTION

In recent years, the concept of local control of public education has apparently been bypassed by provincial, or state or federal governments enacting legislation which mandates citizen involvement in local school systems, other than that of elected boards of education. How and why such legislation is developed are questions of major concern to clients, practitioners and students of public education. My presentation will review an historical case study of legislation which mandates citizen involvement in local school systems. The specific legislation is the 1973 Department of Education Act and related ECS Operational Plans which provided for Early Childhood Services in Alberta. My analysis of the policymaking processes involved will be guided by Harold Lasswell's Social Process Model and the Decision Process which characterizes political decision-making within that model. The case study is still in progress, so interpretations and conclusion must be regarded as tentative.

Involvement by decree is something of a paradox. Traditional democratic theory calls for active involvement of citizens, electing their representatives to a local policymaking body like a board of education. The elected board then makes policies which are consistent with the needs and wishes of its citizens constituents. A central or regional elected policymaking body (in this case the provincial legislature)

provides for such local control to bring policymaking closer to the needs and wishes of the people. Then the provincial body turns about-face and makes policy which bypasses the local policymaking body by requiring the democratic citizen involvement as originally conceived, only controlled and monitored by the provincial body. How and why does this apparent paradox occur?

In Alberta, the control of local schools by elected school boards has been carefully prescribed by a centralized Department of Education under the Minister of Education. However, the reins have been loosened by the provincial government in recent decades, and local control would seem to have made a major gain with the 1970 revision of the School Act extending local board appointment of superintendents province-wide. (Alberta School Act, Section 65; Chalmers; Cheal, Melsness and Reeves; Mowat) From this standpoint, the Alberta government's enactment of the Department of Education Act and approval of Operational Plans for Early Childhood Services in 1973 would seem to have interrupted the delegation of power to local boards. Through this action, the government provided for provincially-funded Early Childhood Services, and did so with mandated citizen involvement which bypassed locally-elected boards. Local (building-level) Early Childhood Services Advisory Committees (consisting of a majority of parent representatives, and representatives of community agencies), and parent and community involvement in the delivery of services were prerequisites for government approval of each ECS program. Government funding, of course, depended on such approval (Operational Plans for Early Childhood Services, Government of Alberta, 1973). Parent and community involvement was deliberately not left for local boards to

determine, despite previously legislated authority for local boards to do so. (Alberta School Act, Section 12 (2)(b); 65 (5), 92 (1)(b), 138 (a), 155).

Lasswell's Social Process Model is a useful framework for the interpretation of ECS policymaking development (see Table 1, attached). Its components simplify and clarify the variables which make up the dynamic social context in which policymaking takes place. The Social Process Model consists of participants (individuals and groups) who interact in different situations to maximize particular value outcomes which will have predictabale effects on the social context. Participants have their own perspectives related to past, present and future, which influence their choices of strategies in achieving value outcomes. In government policy-making, the base value is power and the value outcome is a government decision usually expressed as legislation. Lasswell distinguishes seven phases of the decision process: intelligence (the gathering and dissemination of information pertinent to the policy area for use by decision-makers); promotion (the mobilization of support for the policy decision); prescription (the statement and legislating of the policy); invocation (the planning and organizing for implementing the legislation); application (full implementation of the legislation); termination (cancellation of the prescription); and appraisal (the monitoring and evaluation of the policy). The Social Process Model and Decision Process are applicable to the improvement of current policy-making practice at all levels of government, but they may be applied retroactively also, to facilitate the identification of key motivations, relationships and interactions which contributed to particular government

policies and to specific components (like mandatory citizen involvement) of those policies.

Alberta's use of legislative mandate to effect citizen involvement in public education appears to follow the American practice which began with federal legislation in the mid-1960's. (Berke and Kirst; Meranto). A recent United States survey by the Center for the Study of Parent Involvement suggests that state government legislation mandating parent and community involvement is becoming more frequent. (Safran). Of the forty-six states which returned usable responses in that survey, fourteen reported a total of twenty-three laws requiring or recommending parent involvement in school activities or affairs. Safran categorized over half of these laws as requiring parent involvement in planning, evaluating or advising, less than a third as requiring involvement in implementation, and four laws as related to parent involvement in administrative appeals consent matters. Based on the survey findings, California is the only state in which a single piece of legislation includes requirements for involvement both in the program planning, evaluation and advising phases, and in the program implementation phases. That legislation in late 1972 provided for early childhood education in California. The same comprehensive approach was used by the Alberta government in its ECS legislation in 1973.

HISTORICAL REVIEW

The processes which culminated in legislation for ECS do not have a common date of origin, but there was a noticeable increase in activities supportive of public early childhood education for Alberta in the mid-sixties. In November, 1964, at the annual convention of the Alberta School

Trustees' Association, Wally Worth of the University of Alberta (with some urging from Art Kratzman of the ASTA) spoke on the "Critical Years," related to Bloom's early childhood development research and hypotheses published that same year. The subject was popular and Worth followed up the "Critical Years" in 1966 with a booklet, "Before Six," commissioned by the ASTA. ASTA's interest did not reflect a united front for early childhood education; the association was split by urban-rural differences, and differences of interpretation as to the nature of education prior to grade one. Also in 1966, the Alberta government passed the Preventive Social Services (PSS) Act which in a sense mandated citizen involvement for PSS programs which included some preschool projects. These were for disadvantaged children as were school board kindergartens then being established in Calgary. Within the Alberta Teachers' Association, a specialist Early Childhood Education Council was established in 1966.

The next year, the provincial election returned the Social Credit government to its thirty-second consecutive year of office, but things were changing. Manning was about to step down as leader of the party and the government soon faced its first deficit budget. Lou Hyndman, the Progressive Conservative education critic was responding to pressures from his Edmonton constituents and other groups who were concerned with the variation in quality of private kindergarten programs and were pushing for provincial funding of kindergarten and other preschool services. More mothers were working, and public recognition was growing of the need for pre-grade one programs for the disadvantaged and the handicapped.

Hyndman articulated these concerns and pressures and was a thorn in the government's side; kindergarten was singled out as the forgotten and unfunded element in Alberta's public education system. The government was somewhat cautious because of the deficit budget, was changing its leadership, and was experiencing a split similar to the ASTA split on the kindergarten issue: urban-rural differences, sanctity of the family versus government intervention, and differences in educational priorities.

The disagreement regarding provincial funding of kindergartens was a factor in the Social Credit leadership contest for a successor to Manning. When Harry Strom won that contest, he followed through a commitment for an in-depth study of all aspects of education in Alberta. In 1969, Wally Worth (then a vice president of the University of Alberta) was commissioned by the government to conduct a comprehensive, in-depth study of educational planning in Alberta. Worth was a logical choice because his career had included elementary, secondary and post-secondary teaching and administrative experience in the province. However, his promotion of early childhood education was recognized, and the government's interest (and recognition of public interest) in early childhood education was evident in Education Minister Bob Clark's departmental request for a position paper on early childhood education. That 1969 position paper was reflective of preschool services then offered outside of Department of Education in its recommendation for co-ordination of phased-in early childhood education by a body representative of the government departments of Education, Social Services, and Youth, and the Alberta Teachers' Association and the Alberta School Trustees' Association. The next year the government initiated special project funding through the Innovative Project

program, part of which supported school district preschool projects. Also in 1970, the Minister of Education awarded special funding to two inner-city preschool pilot projects selected on a request-for-proposal basis. The Edmonton project was operated by the Edmonton Public School Board; the Calgary project was operated by a parent-community group and a short-term private agency created for the project. In defending his choice of project proposals, the Minister indicated that he wanted to compare a school system operation with one run by parents and other citizens for themselves.

In 1971 the citizens of Alberta elected a new Progressive Conservative government whose election platform had emphasized closer, more responsive relationships between the government and the people, and had included provincial support for kindergartens. The government's high education priority was reflected in the Premier's appointment of Lou Hyndman, a key man in the party leadership, as Minister of Education. The election did not interrupt the work of the Commission on Educational Planning, and the Commission's N-12 Task Force recommendations were released that same year. They included provision of early childhood education for three-, four-and five-year olds, and parent-community involvement via school councils among the Task Forces highest priorities. The key person on the N-12 Task Force relative to early childhood was Myer Horowitz who at that time was Chairman of Elementary Education at the University of Alberta and had committed himself to the promotion of government action in early childhood education. Between 1969 and 1973, Myer Horowitz, in addition to his role on the task force,

was the university spokesman for early childhood education and was executive member and leading voice for the ATA's specialist council, the national organization and the Edmonton branch of OMEP (an international interprofessional association concerned with services for children), the Alberta Association for Young Children, and the Canadian College of Teachers, each of which functioned in part as a lobby group for legislation. Horowitz also argued the need for early childhood education to the ASTA which in turn commissioned him to do a feasibility study on ECE. The feasibility study was not completed, but in the work he did for the ASTA, Horowitz became more aware of other preschool services and concerns in Alberta outside of education per se. He carried the concept of integration of services with him to his work on the Minister's Advisory Committee on Early Childhood Services when that body began meeting in 1972.

A Choice of Futures, the Worth Commission Report, was published and presented to the government and the people of Alberta in June, 1972. The first of its ten top priorities for government action was, "provision of universal opportunity and selective experience in early education" (Worth, 1972, page 300). Citizen involvement was considered a critical factor, particularly parent involvement and the involvement of other social services and community resources in the integrated provision of early childhood services. The new government, in the process of phasing out the Alberta Human Resources Research Council, had Lorne Downey prepare a report on the status quo and needs in early education which he entitled Opportunities for Infants. Downey proposed government action to provide early childhood education with considerable parent involvement. Meanwhile, Joyce Krysowaty was preparing a paper for the ASTA

proposing a model for the integration of early childhood services, and the Minister's Advisory Committee was considering Horowitz's earlier ASTA paper and some departmental papers on the delivery of early childhood services. It was apparent that the government was going to honor its preschool election commitment in some form or other.

In fact, the government in October, 1972, had quietly appointed Irving Hastings as Director of Early Childhood Services within the Department of Education. The appointment was not made public until the government's announcement of Early Childhood Services in March, 1973, but meanwhile Hastings was charged with responsibility for drafting the Operational Plans which became the official government policy statement on Early Childhood Services. Over a five-month period, Hastings prepared this policy statement with regular review by his Minister and Deputy Minister, and some review by other professional staff in the Department of Education and in the Departments of Advanced Education, Health and Social Development, and Culture, Youth and Recreation. During this time, Hastings was attending the meetings of the Minister's Advisory Committee, and early in 1973 that Committee of professional educators from within and outside the Department reviewed the Operational Plans. This was only a few weeks prior to the government's announcement of ECS which followed the budget announcement in March, 1973.

ANALYSIS - SEVEN KEY PARTICIPANTS

The government announcement was the culmination of a policymaking process that involved a great many participants. Seven of the key participants and their policymaking interactions are reviewed here using the Social Process Model. The review covers perspectives, situations, base values and strategies for each participant. For all seven, the outcome and effects are regarded as the government decision and implementation of ECS, and in particular the mandated citizen involvement component of ECS. For each of the seven key participants, the decision phase(s) is indicated in which the participant made the most significant contribution.

Honorable Robert Clark, Minister of Education

Perspectives

The issue of early childhood education or kindergarten posed a problem for Clark. He was aware of its political potential and declared himself in favour of ECE of some kind, but the split in the Social Credit party on this issue made a more specific commitment difficult. Clark had a teaching background and was father of a young family; he was somewhat concerned over the rigidity of Alberta's public education system, and distrustful of bureaucracy. His action while in office reflected his support for local autonomy, and while also Minister of Youth, his interest in citizen involvement and community development. Clark was an influential, but young member of an old party, and he had commitments to that party as well as to his constituents.

Situations

The Social Credit party was a rural-oriented party in a province whose population had become more urban than rural. Government education expenditures had soared along with other expenditures, and the government leaders were frightened by budget realities. The change in party and government leadership raised questions and doubts which were reflected in the defeat of the Social Credit Government in 1971

Base Values and Strategies

Clark was concerned with power in terms of government support, and in terms of local autonomy and citizen involvement in decision-making. He had the problem of trying to expand educational (skill) offerings with limited budget resources (wealth). To some extent Clark put off the kindergarten decision by quoting large estimates of the cost of universal kindergarten. The Commission on Educational Planning was useful in that it "took the provincial pulse" with respect to education and at the same time gave the government some breathing space. Short-term projects like the Innovative Projects and the two inner city pilot pre-school programs likewise provided more information, and postponed the time for a provincial commitment regarding early childhood education. With respect to citizen involvement, Clark's retrospective assessment was that the citizen involvement component of ECS could not have been achieved other than by provincial mandate.

Decision Phase

Intelligence: the initiation of pilot projects and the Commission on Educational Planning.

Walter H. Worth, University of Alberta-

-Commission on Educational Planning

Perspectives

For Worth, early childhood education was an important area for development in the public education system and an important issue for his professional career. He was politically astute with a good sense of timing which told him that, "ECS was an idea whose time had come." While committed to the aspirations of the professional educator, Worth saw beyond the boundaries of that profession to the potentials of other professions and the needs and expectations of communities. He was eclectic and open-minded as Commissioner of Educational Planning, but pragmatic in retaining control of the Commission's structure and processes.

Situations

As Chairman of Elementary Education at the University of Alberta, Worth was in the right place at the right time for the promotion of early childhood education, and he used the situation effectively. Similar factors operated in his appointment as Commissioner of Educational Planning, and in that position he made extensive use of citizen involvement processes such as public hearings, submissions and seminars throughout the province; these processes added weight to the Commission Report's emphasis on citizen involvement in education. Absence of any overt political affiliation, a pre-election speech to a Progressive Conservative convention (as Commissioner) and the forecasted downfall of the Social Credit government in a study requested for the Commission helped to bridge the change in government in terms of continued support for the Commission on Educational Planning. When the Commission's work was finished,

Worth's job as Deputy Minister of Advanced Education enabled him to follow through to some extent on the early childhood education recommendation.

Base Values and Strategies

Worth's positions (especially that of Commissioner) enabled him to influence the processes and structure of government (power) relative to education (skill) in Alberta. In promoting the cause of early childhood education, he spoke with the authority of an experienced professional educator (enlightenment). He promoted the cause through publication and presentations, initially to the ASTA but subsequently to many other education groups. As Chairman of Elementary Education, he laid the groundwork, and then turned further promotion over to his successors--Art Kratzman and then Myer Horowitz. Worth's authorship of A Choice of Futures included a forceful presentation of the need and potential of citizen involvement in public education.

Decision Phases

Intelligence and Promotion: early papers for ASTA, university leadership and the Commission on Educational Planning.

Mel Finlay - Department of Health and Social Development, Preventive Social Services

Perspectives

Finlay saw early childhood services as important components of Preventive Social Services. His perspective was that of social worker/community developer, rather than educator, and his concerns for civil rights of parent and child probably overshadowed his concern for education and child development. While frustrated by government red tape, Finlay

was sensitive to political conditions and was far-sighted enough to work for long-term preschool preventive social service goals through co-operation with the Department of Education, rather than attempting confrontation.

Situations

The Department of Health and Social Development was somewhat unstable (It was reorganized during this period.) and lacked the established hierarchy and prescriptive regulations that bounded operations in the Department of Education. Finlay had the opportunity to exercise initiative. In doing so he faced a "turf control" issue in that Preventive Social Service preschool programs were about to come under the umbrella of the Department of Education. Finlay was fortunate in finding the opportunities at critical points in the development of ECS to bring mandated involvement in PSS projects to the favourable attention of Downey, Hawkesworth (Deputy Minister of Education), and Hastings.

Base Values and Strategies

Finlay's social service orientation rested on base values of affection and respect; power was the key factor in the issue of turf control. His most successful strategy seemed to be persuasion through informal contacts with key individuals. He took advantage of situations to promote the mandated involvement approach utilized in Preventive Social Services and was seen as his department's spokesman in the area of early childhood services.

Decision Phases

Promotion and Invocation: promotion of mandated involvement from PSS experience, and guidance in the initial (trial and error) period of ECS implementation.

Harald Gunderson - Alberta School Trustees Association

Perspectives

For Gunderson, universal kindergarten raised the question of educational priorities. He became the leading opponent of government supported kindergartens in Alberta partly because he felt additional dollars could be put to better use for basic education in grades one to six. Gunderson was conservative and concerned with family-centered agrarian virtues which didn't fit well with government intervention in early childhood development. He was also sensitive to political realities and saw the political potential of the early childhood/ kindergarten issue.

Situations

Gunderson was converted from his initial support of kindergartens by a fellow trustee who argued that the existing elementary system needed strengthening rather than extension downward. A leadership vacuum existed for universal kindergarten opponents in and outside the ASTA, and Gunderson filled that vacuum. He was vice president and president of ASTA at a critical stage, and found that the split in that Association reflected to a degree a difference of opinion across the province.

Base Values and Strategies

In that he was regarded as a spokesman for those opposed to kindergarten (skill), Gunderson was seen as a critical force by government decision-makers (power). His arguments included frequent reference to family-centered life (related to Lasswell's value categories of affection and rectitude).

Gunderson's experience in journalism and public relations and his skills of rhetoric were reflected in his use of the press to further his cause. His public debates with promoters of early childhood education, such as the one with Horowitz at the ASTA Convention in 1970, were well covered by the media. At one point he surveyed ASTA members and reported a lack of support for kindergartens. Gunderson's opposition terminated a few weeks before the government announcement of ECS: after a meeting with the provincial cabinet, he announced that the establishment of universal kindergarten in Alberta was highly unlikely.

Decision Phase

Promotion: generated pressure against universal kindergartens which helped to determine the nature of ECS.

Myer Horowitz - University of Alberta

Perspectives

As with Worth, ECS was important to Horowitz as a much needed educational development and in terms of professional career. Horowitz saw things as a professional educator and was in tune with the citizen involvement thrust of educational literature in the late sixties and early seventies. His perspective was enlarged by his contact with noneducational preschool services in Alberta, and by interprofessional associations like OMEP. He gradually developed a core picture of ECS which he promoted. Horowitz was comprehensive and flexible in outlook, but he was tenacious regarding the core elements of his picture of ECS and saw a legislative mandate as justifiable as long as it would make that picture a reality.

Situations

Early childhood education was an area of escalating public interest and pressure, and Worth had laid the groundwork for promotion and leadership. Horowitz found leadership openings in several groups, each of which had its own reasons for wanting provincially-funded early childhood education. He also found a powerful Minister of Education who was receptive and responsive to his ideas for early childhood services.

Base Values and Strategies

Horowitz's spokesman position for several groups gave him a broad base of power related to a composite of values: enlightment (the University), well-being, affection and respect (family and preventive social service interests), and skill (the ATA). His deliberate strategy of multi-membership enabled him to apply pressures on the government from several angles and to be perceived by government decision-makers as a key to most of the forces supportive of ECS. Horowitz was the spokesman and popularizer of different ECS interests and the liaison among those interests. He was persuasive in both public promotion and back room lobbying situations. When the issue of local autonomy was raised, he argued that it was of less importance than the substantive issue of parental and inter-agency involvement as essential components of ECS.

Decision Phases

Intelligence, Promotion and Prescription: spokesman and promoter of basic ECS concepts, and influence on Hyndman with respect to the nature of the legislative prescription, including the mandate.

Honorable Louis Hyndman - Minister of Education

Perspectives

Hyndman favoured early childhood education in some form and was concerned about the rigidity of the public school system. He was a good listener who sought a variety of perspectives and incorporated those that he found worthwhile; his position changed over a five-year period from support for kindergarten as a downward extension of grade one, to support for an ECS model designed to avoid some of that downward extension. Hyndman's orientation was urban and progressive. He was a young father with ideals about parental responsibility, but realistic enough to recognize and to guard against the tendency of parents to shunt that responsibility to the school and other agencies. His governmental purview extended beyond education; he was one of the top two or three members of government. Hyndman's feeling was that the necessary citizen involvement in ECS would not occur if left up to the school systems; he therefore favoured mandated involvement.

Situations

When Hyndman became a key actor in the development of ECS, he was a top man in a new governemnt, a young government with a sense of starting a new era. He had committed himself as a politician, and his party had committed itself to implementing some form of early childhood education. Likewise, the commitment had been made for more responsive government--a government in which the people would have their say.

Base Values and Strategies

Hyndman had the key position, voice and vote on early childhood education (skill) in the government (power). He made himself accessible to a variety of individuals and groups; he met with interested persons

both publicly and privately to discuss needs and mechanisms for early childhood education and related services. Certainly for the first year and a half of office, Hyndman was visibly responsive to the people. "Inside government," he met regularly with Hastings and Hawkesworth, and also met with the Advisory Committee on Early Childhood Services. In these meetings he was an active and well-prepared participant rather than an observer. The ECS model with a citizen involvement mandate was almost a foolproof political strategy for the Progressive Conservative government. It provided involvement for those who wanted it; it was voluntary, for those who did not; it clearly involved parents as opposed to government interference in the family; and it provided for centralized control to ensure adherence to policy and goal achievement.

Decision Phase

Prescription and Invocation: the Minister responsible for ECS.

Irving Hastings - Director of Early Childhood Services

Perspectives

Hastings' perspective became dominated by early childhood services with his unpublicized appointment as Director of ECS in October, 1972. He was influenced by his Department of Education background, but was eclectic in borrowing ideas from Preventive Social Services and opponents to traditional kindergarten in the development of the Operational Plans. Parent and other citizen involvement in education was an important part of Hastings' educational philosophy prior to his appointment as Director, and he retained his commitment to such involvement.

Situations

Directorates were not plentiful in the Department of Education. The appointment was a good one for Hastings whose elementary consulting for the Department and recent Ph.D. did not qualify him as an expert in early childhood education but did make him a logical in-house contender for the position. His experience with the short-lived Innovative Projects had given him experience with mandatory program requirements tied to funding and program approval. This experience along with Preventive Social Service preschool contact through Mel Finlay nurtured his commitment to parent and other citizen involvement. Hastings' sister, Joyce Krysowaty was also involved in early childhood education as a private preschool operator, and developed an Integration of Early Childhood Services paper for the ASTA.

Base Values and Stratagies

As Director, with ready access to and support from the Deputy Minister and Minister, Hastings had considerable power. His role in the development of the Operational Plans influenced the combination of skill, affection, respect and well-being values in the ECS model. Hastings' strategy in the development of the Operational Plans was eclectic, but he authored the statement subject to Ministerial approval. Once the government approved that policy statement, he resisted any modification of the program at departmental or grass roots levels. Ministerial and interdepartmental access enabled him to use information control as a strategy within the Department of Education, to facilitate ECS implementation.

Decision Phase

Prescription, invocation, and application: the author and the Director responsible for implementation.

CONCLUDING COMMENT

The split in the Social Credit government and the Alberta School Trustees' Association as to the need for and nature of early childhood education was somewhat indicative of a larger split across the province. It was related to urban/rural differences in a province which was experiencing rapid urban growth and an increase in working mothers. The split was a factor in the present government's decision to go with a voluntary ECS model which emphasized the importance of parents rather than implementating a universal kindergarten program. There were some key actors in the development of ECS, only a few of whom have been referred to here. Career considerations and election commitments of individuals can be related to the nature of Early Childhood Services as outlined in the Operational Plans, and in particular to the mandatory involvement components. Child development ideals and research-based expertise, and field-based experience with citizen-involvement also contributed to the development of the involvement component. These ideals, plus concern with school system rigidities and closed-system bureaucracies helped to outweigh the ideal of local autonomy. A complete answer to why the government mandated citizen involvement and tied provincial funding to provincial, not school board approval of local ECS programs lies in the interactions of these and other ideals and individuals and situations in the Alberta context.

TABLE 1

THE LASSWELL SOCIAL PROCESS MODEL

participants ⟷ seeking to maximize values ⟷ utilize institutions ⟷ affecting resources

PARTICIPANTS	PERSPECTIVES	SITUATIONS	BASE VALUES	STRATEGIES	OUTCOMES	EFFECTS
Individuals	**Value Demands**	**Unorganized**	**Positive Assets**	**Coercive**	**Value**	**Values**
		territorial	perspectives		indulgences	accumulation
Groups	**Expectations**	pluralistic	capabilities	**Persuasive**	deprivations	enjoyment
				assembling		distribution
Value Shapers	**Identities**	**Organized**	**Negative Assets**	processing	**Decisions**	
official		territorial	perspectives	(polarity:		**Institutions**
nonofficial	**Myths**	pluralistic	capabilities	multi-,	**Choices**	structure
	doctrines		(power,	pluri-,	intelligence	function
Value Sharers	formulas		enlightenment,	tri-,	promotion	innovation
official	mirandas		wealth,	bi-,	prescription	diffusion
nonofficial			well-being,	uni-)	invocation	restriction
			skill,		application	
			affection,		termination	
			respect,		appraisal	
			rectitude)			

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*The analysis is based largely on individual interviews conducted by the author with the key participants.